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ABSTRACT

As school districts nationwide work to implement the federal No Child Left Behind Act of 2001, they may be inadvertently accelerating the departure of experienced teachers and failing to adequately support new teachers. The Alliance for Excellent Education believes that this problem requires a two-pronged solution: financial incentives for teachers in high poverty schools and well-organized professional development and support systems, including induction programs for beginning teachers. Benefits of induction programs include: new and veteran teachers stay longer in their teaching positions, new teachers are more effective, and veteran teachers become happier in their jobs. Challenges include: poor schools often do not have enough qualified teachers to be mentors, large schools and districts have administrative problems managing programs, and induction programs sometimes fail to support alternatively trained or noncredentialed teachers. Despite challenges, the Alliance strongly believes that well-planned, effectively administered new teacher induction programs, especially in combination with financial incentives, provide a crucial key to students' ability to achieve educational success. This report describes induction programs that work, including California's Beginning Teacher Support and Assessment (BTSA) project. It also looks at successful programs abroad. An appendix presents case studies of district implementation of California's BTSA program. (SM)

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New Teacher Excellence:

Retaining Our Best

December 2002

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ALLIANCE FOR
EXCELLENT EDUCATION

The Alliance for Excellent Education is a national policy, advocacy, and research organization created to help middle and high school students receive an excellent education. The Alliance focuses on America's six million most at-risk secondary school students—those in the lowest achievement quartile—who are most likely to leave school without a diploma or to graduate unprepared for a productive future. Based in Washington, DC, we work to make it possible for these students to achieve high standards and graduate prepared for college and success in life.

Our audience includes parents, teachers, and students, as well as the federal, state, and local policy communities, education organizations, the media, and a concerned public. To inform the national debate about education policies and options, we produce reports and other materials, make presentations at meetings and conferences, brief policymakers and the press, and provide timely information to a wide audience via our biweekly newsletter and regularly updated web site, www.All4Ed.org.

Scott Joftus joined the Alliance for Excellent Education as Policy Director in the summer of 2002, bringing to the organization more than ten years of experience in national education policy, research, and evaluation.

Prior to joining the Alliance, Dr. Joftus was the Director of Policy, Research, and Evaluation at the McKenzie Group, a national comprehensive educational consulting firm. Previously, he served as a Senior Policy Analyst for the Council for Basic Education, managing projects that developed and analyzed academic standards, including the first-ever analysis of rigor in state standards. He worked with states and districts to develop and improve standards and associated reforms, developed and presented standards-based workshops for teachers, parents, and administrators, and wrote articles for publication.

From 1994 to 1996, Dr. Joftus worked on state education policy in California, par-ticipating in designing and implementing two national evaluations: a high school dropout-prevention program and a short-term unemployment insurance program. He was selected as one of the first participants in Teach for America, where, from 1990 to 1992, he taught fourth-grade bilingual students, created and coached afterschool basketball in California, and was a fifth-grade teacher in Brooklyn, New York.

Brenda Maddox-Dolan came to the Alliance with more than 15 years experience in secondary education in the public schools in California. She worked as a consultant for middle school implementation, published a schoolwide behavior-management guide for elementary and secondary schools, served as a mentor teacher, worked closely with the California Teacher's Association, and served as an assistant principal in two California school districts. She was also selected as a mentor teacher for three years while in California.

Ms. Maddox-Dolan is also experienced at the postsecondary level, teaching courses in secondary pedagogy, classroom management, dual language instruction, diversity, educational foundations, and implementing inclusion. She joined the Alliance after three years as an assistant professor of secondary education at Shepherd College in West Virginia.

Currently writing her dissertation to complete her doctorate in educational administration and policy research through the George Washington University, Ms. Maddox-Dolan's focus is on high school exit exams and students with disabilities.

Foreword

The No Child Left Behind Act requirement that every teacher be highly qualified by the 2005–06 school year has schools and districts around America scrambling to meet a laudable–but seriously problematic–federal mandate.

Our states are facing massive budget deficits. The workforce of teachers throughout the nation is aging. Student enrollments are increasing. And many states and localities have introduced initiatives to reduce class sizes.

Given the challenges, the Alliance for Excellent Education is urging the public policy community to think seriously and expeditiously about how to best recruit and retain good teachers for our highest-need schools and students. In a report issued earlier this year, we laid out a framework of initiatives designed to move the nation forward in its efforts to ensure that all of our children–particularly the six million middle and high school students who are most at risk of dropping out of school or graduating unprepared for college or a career–receive an excellent education. Our report, *Every Child a Graduate,* recommends actions in four areas:

- Adolescent Literacy
- Teacher and Principal Quality
- College Preparation
- Small Learning Communities

The Teacher and Principal Quality Initiative calls for providing incentives and support to educators working in high-poverty schools, recommending that the federal government provide tax credits, scholarships, and loan forgiveness for highly qualified teachers who agree to teach in high-needs schools. It also calls for an upgrade of the definition of a "highly qualified" teacher to require all secondary school teachers to have the equivalent of a college academic major in their subject area, and for continued support for teacher career ladders (for example, National Board certification) that can help produce the next generation of educators.

The Teacher and Principal Quality Initiative also calls on schools and districts to provide induction programs for new teachers which provide mentoring, training, and support. In *New-Teacher Excellence: Retaining Our Best,* authors Scott Joftus and Brenda Maddox-Dolan examine what we know about effective induction programs and offer examples of programs around the nation that might serve as models for others.

By implementing effective mentoring and professional development programs for new teachers in schools across the country, we greatly increase our chances of retaining the teachers who are coming into the profession as the result of a variety of recruitment efforts. For the sake of all of our nation's children–and in particular those at highest risk–we must not only attract excellent teachers, we must also keep them.

Susan Frost
Executive Director
Alliance for Excellent Education

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Executive Summary

The Challenge

America faces tremendous challenges as it seeks to reform the nation's educational system with the goal of leaving no child behind. Few would argue that, while the challenge must be addressed through a variety of strategies and approaches, one of the most critical elements in achieving success in this endeavor is the need to attract to and retain in our classrooms highly qualified and effective teachers.

However, as school districts across the nation work overtime to implement the federal No Child Left Behind Act of 2001 (NCLB), they may inadvertently be accelerating the departure of experienced teachers and failing to provide struggling new teachers with the supports they need to become comfortable and effective in the classroom.

Veteran teachers are feeling the pressure of administrators' demands for increased accountability, while they are simultaneously coming to believe that their individual creativity is no longer valued. New teachers are being recruited in the hundreds and thousands by the many school districts that are facing rising enrollments, but few if any support systems are being put into place to allow their successful transition into the classroom.

In the coming decade, it is estimated that the country will need to fill approximately two million teaching vacancies. The natural desire of school districts to fill these vacancies with high-quality teachers is, with the passage of NCLB, intensifying, as states hold schools accountable for raising student achievement (as measured by test scores).

Urban schools with high poverty rates are being particularly challenged in their attempts to recruit and retain qualified teachers. In America's high-poverty high schools today, almost 30 percent of all classes are being taught by teachers who did not major in the subject they are teaching, and in high-poverty middle schools, more than 50 percent of classes face the same problem.

If the nation is committed to making sure that no child is left behind, school districts across the country will need to develop successful strategies both to support new teachers and to keep veteran educators in place. Much needs to be done to make sure that, regardless of where they teach and how long they've been teaching, no teacher is left behind.

New teachers are being recruited in the hundreds and thousands by the many school districts that are facing rising enrollments, but few if any support systems are being put into place to allow their successful transition into the classroom.

The Solution: New-Teacher Induction Programs

The Alliance for Excellent Education believes that this problem requires a two-pronged solution: financial incentives for teachers in high-poverty schools, and well-organized professional development and support systems, including induction programs for beginning teachers.

In its September 2002 report, *Every Child a Graduate*, the Alliance lays out its framework for an excellent education for all of America's children. Among the initiatives described in that report are recommendations for attracting and retaining high-quality teachers to high-needs, low-income schools. Certainly, financial incentives, including a federal tax credit, student-loan-forgiveness programs, and college scholarships, must be part of the solution.

Financial incentives, however, are not enough. To complement them, the Alliance strongly recommends that schools and districts provide well-designed induction programs for all new teachers. These programs, organized at the state level and implemented in local districts, can help schools hire, keep, and professionally develop qualified new teachers, whether trained in traditional or alternative teacher preparation programs.

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There are numerous benefits to successful new-teacher induction programs, including the following:

1. New and veteran educators stay longer in their teaching positions, saving districts money in turnover costs.
2. New teachers are more effective in the classroom.
3. Veteran teachers become happier in their jobs.
4. Mentoring teachers go on to have additional leadership roles in their districts.

However, four significant challenges confront educators as they develop successful induction programs for high-poverty schools:

1. Poor schools often don't have enough qualified teachers to be mentors.
2. Large schools and districts experience administrative problems in managing the programs.
3. In systems based on seniority, new teachers are often assigned to classes they can't effectively teach.
4. Induction programs sometimes fail to support alternatively trained or noncredentialed teachers.

Despite these challenges, the Alliance strongly believes that well-planned and effectively administered new-teacher induction programs, especially in combination with financial incentives, provide a crucial key to students' ability to achieve educational success.

There is no single prescribed way to develop a successful new-teacher induction program. But states and school districts can certainly learn from the successful models demonstrated by other systems in the United States and abroad.

Texas and Ohio, for instance, are currently designing their own statewide initiatives based on California's well-regarded Beginning Teacher Support and Assessment (BTSA) program. BTSA drew ideas from research and educational practices in several school districts, as well as from successful initiatives in other countries. Although relatively new, the systems in California, Texas, and Ohio are successfully holding on to their teachers and empowering them, helping to ensure that all students graduate from high school after meeting rigorous academic standards and becoming adequately prepared for college.

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The Challenge: Attracting High-Quality Teachers

The new federal No Child Left Behind Act of 2001 (NCLB) requires that all teachers must be "highly qualified," as defined differently in individual states, by the 2005–06 school year. The Alliance believes that NCLB's strong focus on teacher quality is appropriate; compelling research shows that of all the factors that contribute to students' academic achievement, the quality of their teachers is the most important. For example, University of Tennessee researchers W. L. Sanders and J. C. Rivers have found that, within grade levels, the most dominant factor affecting student academic gain was the effect of the teacher, and that this effect increased over time.[1]

As a result, groups of students with comparable abilities and initial achievement levels may have "vastly different academic outcomes as a result of the sequence of teachers to which they are assigned." Perhaps most importantly, the residual effects of both very successful and very unsuccessful teachers are still evident two years later, regardless of the quality of the teachers in the intervening grades.

When the federal government passed NCLB, one of the goals was to reach out to the students in this country who are most at risk. However, in the very effort of trying to implement NCLB, many school districts, especially those in low-income urban areas, are inadvertently alienating experienced and qualified teachers and not adequately supporting teachers just beginning their careers. In short, these schools are losing–or never had–the very resource they need to make NCLB work.

Many experienced teachers are currently leaving the profession because of low pay, difficult working conditions, and a lack of support from school administrators. With the focus on increased testing as mandated by NCLB, some veteran teachers have begun to feel that they are suddenly much more accountable for student progress while, at the same time, their individual creativity as teachers is no longer valued. With their departure, districts must sometimes hire large numbers of underqualified or beginning teachers to fill the vacancies, and they often do so without putting necessary support systems in place.[2] In addition, schools lose access to veteran teachers' ability both to effectively teach in classrooms and to help create a positive and supportive school culture for new educators.

As a result, the very precondition necessary to ensure that no child is left behind–that is, students' consistent access to qualified and effective teachers–is not now being met. School districts across the country are simply unable to find the high-quality teachers they need, even as they prepare to fill approximately two million teaching vacancies in the coming decade. At the same time, the passage of NCLB has accelerated the

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new push for qualified teachers, as states hold schools accountable for raising student achievement as measured by test scores.

Poor urban schools have been hardest hit. For many school districts, the most difficult challenge is hiring and keeping qualified teachers to teach in high-poverty city schools ("high poverty" is defined as an area in which half or more of the students qualify for free or reduced-price lunch). This problem has resulted in some principals just throwing "a warm body into the classroom, closing the door and hoping for the best."[3]

For many school districts, the most difficult challenge is hiring and keeping qualified teachers to teach in high-poverty city schools. This problem has resulted in some principals just throwing "a warm body into the classroom, closing the door and hoping for the best."

Nationally, classes in high-poverty secondary schools are 77 percent more likely to be assigned an "out-of-field" teacher—a teacher without experience in the subject they will teach—than classes in "low-poverty" schools (where 15 percent or fewer qualify for free and reduced-price lunch).

Although the disparity is significant in both middle schools and high schools, it is most acute at the middle school level: whereas 29 percent of classes in high-poverty high schools are taught by teachers lacking a major in the subject they teach, 53 percent of classes in high-poverty middle schools are led by such a teacher.[4] Despite common perception, the problem is not only severe in the areas of math, science, and special education, but also in the subjects of English and history.

Research has shown that a firm knowledge of the subject they teach is one of the teacher characteristics that increase student achievement,[5] but the high demand for teachers, coupled with the low supply, is forcing many educators to teach academic subjects for which they have very little background knowledge. It should come as no surprise, then, that many of the young people in high-poverty schools fail to graduate from high school.

The problem of underprepared teachers serving the largest numbers of poor and minority students begins with recruitment. High-achieving, affluent school districts seldom have any trouble hiring qualified, effective teachers and administrators. School systems with high concentrations of poor and minority students, on the other hand, must generally choose from much smaller pools of qualified applicants.[6]

Teachers who end up in low-performing schools often don't stay long, creating a "hole in the bucket" that recruiters must try desperately to fill.

Teachers who do end up in low-performing schools often don't stay long, creating a "hole in the bucket" that recruiters must try desperately to fill. Since beginning teachers leave the profession at rates five times higher than those of more experienced colleagues,[7] helping new teachers become veteran teachers is an important step in addressing teacher shortages.[8]

Overall, 12 to 20 percent of teachers leave the classroom in their first year, and the rates are even higher in urban and high-poverty schools.[9] (For example, before implementing a support program for new teachers, schools in the urban, high-poverty city of Columbus, Ohio, lost between 20 and 32 percent of their new teachers each year.)

Schools that have trouble attracting teachers in the first place have an especially difficult time holding on to them once they've been hired. Such schools are nearly twice as likely to have higher than average rates of teacher turnover.[10] Teachers in schools with minority enrollments of 50 percent or more, for instance, leave their positions at

twice the rate of teachers in schools with relatively few minority students.[11] Teachers give various reasons for leaving their jobs: some leave the profession altogether, some move to other school districts, and some transfer to other schools within the district. Certainly, many teachers also leave their jobs for financial reasons; in 2002, Cynthia Prince of the American Association of School Administrators found numerous examples of teachers crossing district and even state lines for higher salaries.[12]

However, most teachers don't cite money as their primary reason for entering the profession, and it is also not the main reason they leave. The Southern Regional Education Board has reported that while salary concerns almost always rank among the top few reasons teachers quit (it is cited by 14 percent of responding teachers), "lack of support in schools" (20 percent) and "personal reasons" (29 percent) typically rank higher.[13] Moreover, as shown in that study, educators in their first years of teaching were most likely to cite a lack of support, such as mentoring by experienced teachers, as the primary reason for leaving.

In a National Bureau of Economic Research paper, E. A. Hanushek, J. F. Kain, and S. G. Rivkin concur, arguing that hard-to-staff schools struggle to recruit and keep high-quality teachers because those districts fail to provide effective training, valuable induction programs, and a generally supportive teaching environment.[14] One novice teacher compares the frustration of teaching with no support from her school or district to "a journey for which there is no map to guide you."[15]

This journey is made more perilous by the increased use of high-stakes testing and assessments. As a consequence of these tests, teachers are bearing the primary responsibility for ensuring that students meet standards and pass the assessments.

Many teachers–some of whom are philosophically opposed to the assessments or believe that they take the enjoyment and creativity away from teaching–are leaving the profession as a result. One study found that large numbers of experienced educators who had stopped teaching ranked the pressures of increased accountability–high-stakes testing, test preparation, and standards–as their primary reason for leaving.[16]

The inability to hire and keep the most qualified teachers is more than just a headache for school administrators.

The loss of these teachers sends a powerful–and disastrous–message to students, as well as other faculty members. It signals that the school doesn't have what it takes to be successful: if the most dedicated and effective teachers are unwilling to stay in the school, students–and other teachers in the system, especially those who are underqualified–often become less committed themselves, and may feel a greater sense of discouragement and failure. The entire culture of the school suffers–and with it, the success of its students.

If we are committed to making sure that no child is left behind, school districts across the country will need to develop successful strategies both to support new teachers and to keep veteran educators in place, especially in urban and low-income areas. In short, much more needs to be done to make sure that, regardless of where they teach and how long they've been teaching, no teacher is left behind.

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The Solution: New-Teacher Induction Programs

The Alliance for Excellent Education believes that this problem requires a two-pronged solution: financial incentives for teachers in high-poverty schools, and well-organized professional-development and support systems—including new-teacher induction programs—for beginning teachers.

Financial incentives should include a federal tax credit, student-loan-forgiveness programs, and college scholarships to encourage qualified teachers to teach in high-poverty areas. These incentives are outlined in the September 2002 Alliance report *Every Child a Graduate*.

This problem requires a two-pronged solution: financial incentives for teachers in high-poverty schools and well-organized professional-development and support systems—including new-teacher induction programs—for beginning teachers.

Financial incentives, however, are not enough. To complement them, the Alliance recommends that, state by state, schools and districts provide well-organized induction programs for all new teachers. These programs allow schools and districts to hire, keep, and professionally develop new teachers who both meet their state's definition of "qualified" and majored in the subject they will teach, regardless of whether they were trained in a traditional or alternative teacher preparation program before they began teaching. Funds from both Title II of the No Child Left Behind Act and Title II of the Higher Education Act may be used to support induction programs for beginning teachers.

In general, these programs must be linked to a vision of good teaching, guided by an understanding of teacher learning, and supported by a professional culture that favors collaboration and inquiry.[17] Although there is no single model for such programs, effective ones tend to include the following components:

- induction workshops before school begins,
- professional development through systematic training over two or three years,
- strong administrative support,
- mentoring by experienced teachers,
- modeling of effective teaching during in-service training and mentoring,
- opportunities to visit demonstration classrooms,
- assessment and feedback of new teachers based on goals that are aligned with program standards, and
- rigorous and ongoing evaluation of the program by both teachers and administrators.[18]

The content of induction programs should vary depending on the needs of the teachers, the goals of the school, and the specific population of students. Typically, programs contain elements of faculty and facility introduction, classroom management, student discipline, professional conduct, instructional techniques, school and district expectations, and professional obligations.

Induction programs address the concerns of many (including Frederick Hess of the Progressive Policy Institute,[19] the American Federation of Teachers [AFT],[20] several high-performing school systems in other countries,[21] and the Carnegie Corporation of

New York[22]) that just because a teacher has completed the required education or attained a credential, he or she is not necessarily more successful in the classroom.

For example, the idea of providing a collaborative "clinical experience" for beginning teachers is found in a new initiative sponsored by the Carnegie Corporation's "Teachers for a New Era." The initiative stresses the importance "of formal collaboration between schools of education, traditional arts and sciences faculty, and principals and classroom teachers."

Over the next 10 years, the Carnegie Corporation will invest more than $40 million in four schools of education; these schools will establish induction programs that provide faculty mentors and coaches to new teachers, as part of a two-year "residency" that helps beginning educators transition from being students in college to effective teachers in the classroom.[23]

"It makes more sense," writes Hess, "to recognize that many of the key skills teachers need are developed through professional practice and that new teachers should have time to observe and get feedback from colleagues, and receive training while practicing their work." Hess–along with AFT and the Carnegie Corporation–believes that all novice teachers should

- receive substantial monitoring and counseling,
- receive formal instruction in key areas prior to the beginning of the school year,
- teach about half the standard teaching load, and
- receive mentoring along with a support network as they progress through the certification program.

Some districts and states have already implemented successful induction programs, increasing their ability to hold on to new teachers by 25 percent and saving millions of dollars in turnover costs. In developing induction programs, states should borrow ideas from other states, learning from each other and making improvements as they implement their plans.[24] Such borrowing has already begun to occur. Recently, Texas and Ohio developed and began implementing induction programs modeled closely on California's Beginning Teacher Support and Assessment (BTSA) program, which has been described as a national exemplar.[25]

Districts and states have already implemented successful induction programs, increasing their ability to hold on to new teachers by 25 percent and saving millions of dollars in turnover costs.

Ultimately, these programs pay for themselves.

Benefits of Induction Programs

The Alliance for Excellent Education strongly believes that schools, districts, and states should provide comprehensive, standards-based induction programs for all new teachers. There are at least four major benefits to the implementation of successful programs.

1. New and veteran educators stay longer in their teaching positions, saving districts money in turnover costs.

Although not inexpensive, induction programs are clearly already having a positive impact on recruiting and holding on to teachers and developing their teaching skills.[26]

Ultimately, these programs pay for themselves. The BTSA program, for example, is quite possibly saving California hundreds of millions of dollars in teacher turnover costs, by increasing teacher retention rates in many districts by as much as 25 percent.

California gives local induction programs $3,646 in state funds for every first-year or second-year teacher. The local program—drawing from local, state, or federal (including Title II of the No Child Left Behind Act and Title II of the Higher Education Act) funds—must contribute an additional $2,000 per teacher. The total cost of induction programs in California, then, is $5,646 per teacher. Compare this to the cost of teacher turnover, which has been estimated to be between $6,000 and $52,000 per teacher,[27] and the benefit of these programs becomes clear.

Enhanced teacher quality leads to greater student achievement, and when teachers are more effective in the classroom, they tend to stay longer in their positions, which greatly helps the overall school culture.

2. New teachers are more effective in the classroom.

New teachers participating in induction programs have been found to

- use teaching practices that improve student achievement,
- use more complex, challenging activities that enable students to learn advanced thinking skills and cooperative work habits,
- engage in long-term planning of curriculum and instruction,
- motivate diverse students to engage in productive learning activities, and
- give the same complex, challenging assignments to classes of diverse students as they do to classes that are ethnically and culturally homogeneous.[28]

When induction programs help new teachers gain crucial new skills, students benefit in two major ways. First, enhanced teacher quality leads to greater student achievement, and second, when teachers are more effective in the classroom, they tend to stay longer in their positions, which greatly helps the overall school culture.

3. Veteran teachers become happier in their jobs.

Veteran teachers serving as mentors also appear to benefit from participation in induction programs. Research indicates that mentor teachers reflect more about teaching, learn new ideas that can be used in their own classroom, and gain a sense of renewal and job satisfaction. Hence, mentorship experiences play a large part in the professional development of teachers who are well into their teaching careers.[29] Also, as new teachers are fully supported in their jobs, the school becomes a healthier place in which to work, and all teachers, including veteran ones, enjoy teaching more.

4. Mentoring teachers go on to have additional leadership roles in their districts.

Mentorship experiences also prepare veteran teachers for educational leadership positions outside the classroom. Training and coaching new teachers and observing in classrooms build mentors' capacity for leadership. Mentors become recognized for their knowledge and expertise and are often sought out for various school and district leadership roles. It is not uncommon for these teachers to move into leadership positions as a result of their success as mentors, and they are often more effective as leaders because of the training and insights they received while mentoring.[30]

The Career in Teaching (CIT) plan in the school district of Rochester, New York, is a prime example of how induction programs enable veteran teachers to take on leadership roles. Rochester's program includes four stages in a teacher's career: intern, resident teacher, professional teacher, and lead teacher.

The plan also draws on the National Board for Professional Teaching Standards, containing a well-developed set of professional expectations for Rochester's teachers which are used to assess all district teachers, from intern status on up. The district reimburses all application fees for teachers who meet certification, and it considers National Board certification as a special qualification for the lead-teacher position on the Rochester career ladder.[31]

Challenges to Implementing Induction Programs

Successful mentoring programs require careful planning and management, commitment from all administrative levels, and sufficient financial and nonfinancial resources. Even when all these components are in place, however, schools and districts still face at least four obstacles to supporting beginning teachers successfully.[32]

Successful mentoring programs require careful planning and management, commitment from all administrative levels, and sufficient financial and nonfinancial resources.

1. Poor schools often don't have enough qualified teachers to be mentors.
High-poverty schools, schools with low test scores, and schools with higher percentages of minority students typically have fewer educators available to mentor beginning teachers than their counterparts do. The state of California has found that there are almost twice as many potential mentors per new teacher in low-poverty schools (5.2) as in high-poverty schools (2.8).

2. Large schools and districts have administrative problems managing the programs.
The large size of some schools and districts can undermine the effectiveness of their induction programs. California's research indicates that an induction program will be most effective when the entire school culture embraces the idea of inducting beginning teachers into the profession. But when a school is educating hundreds or thousands of students, it is difficult to maintain a cohesive culture throughout the entire student and teacher population. Case studies in California found that it was especially difficult to operate BTSA effectively in 2,200-student elementary schools, 3,600-student middle schools, and 4,600-student high schools.

Additionally, large urban districts face the greatest challenges in implementing induction programs. In a district that hires large numbers of new teachers every year, recruiting participants, finding and training support providers, monitoring program quality, and maintaining accurate records strain the capacity of the district's central office. Therefore, large programs are strongly advised to create smaller satellite programs that can respond most appropriately and effectively to the particular needs and concerns of local districts and schools. Managing a program that serves 50 beginning teachers is much easier than managing one that serves hundreds or thousands.

In a district that hires large numbers of new teachers every year, recruiting participants, finding and training support providers, monitoring program quality, and maintaining accurate records can strain the capacity of the district's central office.

3. In systems based on seniority, new teachers are often assigned to classes they can't effectively teach.

A strong induction program can be undermined by systems that assign new teachers inappropriately. A common practice in many schools is to make teaching assignments on the basis of seniority. Under this system, experienced teachers often get easier courseloads. This can result in beginning secondary school teachers having more classes to prepare for each day than their more experienced colleagues, or in their being assigned to teach classes they do not feel prepared to teach. When new teachers feel overloaded and underprepared, their teaching–and their students' learning–suffers.

4. Induction programs sometimes fail to support alternatively trained or noncredentialed teachers.

Some induction programs, such as California's BTSA program, have tried to maintain their focus on new fully credentialed teachers. The unintended consequence of this policy has been that new teachers who often need the most support–those who are underprepared and noncredentialed–receive the least. In fact, some analysts maintain that the entire BTSA program is less effective than it could be in districts with large numbers of underprepared teachers specifically because it fails to target those teachers.

With induction programs, high-poverty schools and districts will have much greater success meeting the challenge in the No Child Left Behind Act to guarantee that all students have access to qualified teachers who can help them meet high standards and graduate from high school prepared for college.

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Despite these challenges, the Alliance strongly believes that new-teacher induction programs, in combination with financial incentives, provide a crucial key to students' success in the classroom. Both existing research and anecdotal evidence suggest that induction programs lead to significant gains in teacher retention, efficacy, and satisfaction.

Without such programs, teachers–especially those in high-poverty, high-minority, and urban schools–will continue to leave the profession in droves, change schools for less challenging teaching assignments, or stay in their schools but fail to develop fully as professionals.

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Induction Programs That Work

Although it is still grappling with implementation challenges, California's statewide Beginning Teacher Support and Assessment program is well organized and strong, and has already been emulated by other states. Other states and districts have also developed well-regarded induction programs for new teachers. Some of these, including Texas and Ohio, are implemented statewide (or, as in the case of some members of APEC–the Asia-Pacific Economic Cooperation forum–throughout entire countries); others are planned and put into place at the individual district level.

California's Beginning Teacher Support and Assessment Program

Under BTSA, California provides a framework, technical assistance, and state funding to individual districts, which then have the flexibility to design local programs that best meet the needs of their schools and teachers. BTSA provides guidance and support to schools and districts for developing and implementing induction programs that nurture new teachers while also working to assess and improve their effectiveness in the classroom.

Districts, groups of districts, or counties in California have the flexibility to develop their own programs based on California's Standards of Quality and Effectiveness for Professional Teacher Induction Programs.[33] The standards are intended to help local planners design and implement their own induction programs. These programs are expected to meet the needs of local districts and schools, but they must undergo evaluation–both to assess how the program is doing, and also what it has achieved–every four years. Any element of a local induction program found to be not meeting one of California's standards fully must improve within two years or face sanctions by the state.[34]

The teaching performance of new educators is also assessed. The Educational Testing Service, the California Commission on Teacher Credentialing, the California Department of Education, and directors of local BTSA programs for the state have developed a test–currently used by 90 percent of local programs–by which mentor teachers can provide the beginning teachers with regular feedback of their effectiveness. (Alternative tests can also be used.) A new teacher must also create a personal development plan, and, with the help of their mentor, demonstrate progress toward meeting that plan's goals.[35]

Ten Purposes of California's Beginning Teacher Support and Assessment (BTSA) Program:[36]

1. Provide an effective transition into the teaching career for first-year and second-year teachers.
2. Improve the educational performance of students through improved training, information, and assistance for new teachers.
3. Enable beginning teachers to be effective in teaching students who are culturally, linguistically, and academically diverse.
4. Ensure the professional success and retention of new teachers.
5. Ensure that a mentor teacher provides intensive individualized support and assistance to each beginning teacher.
6. Improve the rigor and consistency of individual teacher performance assessments and the usefulness of assessment results to teachers and decisionmakers.
7. Establish an effective, coherent system of performance assessments that are based on California's standards for teaching.
8. Examine alternative ways in which the general public and the educational profession may be assured that new teachers who remain in teaching have attained acceptable levels of professional competence.
9. Ensure that an "Individual Induction Plan" for each beginning teacher is based on an ongoing assessment of the beginning teacher's development.
10. Ensure continuous program improvement through ongoing research, development, and evaluation.

As described in the Appendix, several examples of California districts' implementation of local BTSA programs demonstrate the way in which the partnership between the state and the individual districts allows for flexibility to meet local needs, and also improves the professional development and retention of new teachers.

Texas: The Texas Beginning Educator Support System

Modeled after California's BTSA program, the Texas Beginning Educator Support System (TxBESS) was created in 1999. Since the spring of 2000, TxBESS has provided training and support to approximately 5,000 new teachers.[37] The three-year pilot program addresses three major goals: increasing teacher retention, assisting teachers in developing and refining sound teaching practices that support high-quality instruction, and improving student performance.[38]

TxBESS is part of a system that is based on state teaching standards. It begins providing these standards while teachers are still in school, and it continues to provide them as teachers get ready to take a teaching position, start that position, and go through professional development in the early years of their career.[39]

Though still in the beginning stages of implementation, TxBESS is already helping teachers stay in their jobs. During the first year, 88 percent of new teachers involved in TxBESS returned to teaching in their second year—as opposed to 80 percent a year earlier—and a full 98 percent returned to the classroom for their third year.[40]

In addition to the benefits for new teachers, veteran teachers who serve as mentors have reported an improvement in their own teaching skills during the implementation of TxBESS.[41]

Although statewide data are not yet available, the school district of Columbus, Ohio, has reduced its attrition rate to 13 percent—roughly one third the rate before implementation.

Ohio: Formative Induction Results in Stronger Teaching

Ohio's Formative Induction Results in Stronger Teaching program (FIRST) was also modeled after BTSA. FIRST is a collaboration between the Ohio Department of Education and the Educational Testing Service. As of the fall of 2002, a structured induction program is recommended for all first-year teachers in Ohio. Under FIRST, a summer institute is held for educators wanting to become mentors to beginning teachers (FIRST Induction Training), as well as for current mentors wanting to further develop their skills (Training to Lead).

In some of the larger school districts in Ohio, mentor teachers are released from all classroom teaching responsibilities to provide new teachers with assistance in lesson planning, classroom management, and teaching and assessment strategies. Mentors observe the beginning teachers regularly and provide feedback and recommendations for improvement. Mentored teachers are given a minimum of 30 hours of professional development, plus two days off—so-called release time, during which teachers can plan lessons and assess student work—in the first semester and one day off in the second semester.

Some Ohio districts have formed partnerships with colleges, universities, other districts, and organizations for continuing education. As in California and Texas, the

Ohio induction program is already greatly helping to keep new teachers in their jobs. Although statewide data are not yet available, the school district of Columbus, Ohio, has reduced its attrition rate to 13 percent, roughly one third the rate before implementation of FIRST.[42]

Toledo, Ohio: The Toledo Plan

Begun in 1981, the Toledo Plan is a cooperative program between the school system in Toledo, Ohio, and the teacher's union (the Toledo Federation of Teachers). The plan received the 2001 "Innovations in American Government Award," sponsored by the John F. Kennedy School of Government at Harvard University and the Council for Excellence in Government.[43]

The plan consists of two main parts: the intern component, and the intervention component. The intern component is designed to provide assistance and evaluation by experienced teachers for "interns"–that is, first-year teachers, long-term substitutes, and teachers new to the Toledo public school system. The mentor teacher and the intern work together to establish mutual goals based on the intern's own specific strengths and weaknesses. The mentor assists in the intern's professional development through support, advice, and guidance. At the end of the year, the mentor teacher recommends to an Intern Board of Review the intern's future employment status with the Toledo Public Schools.

Between implementation of the Toledo Plan in 1981 and the 2000–01 school year, 3,025 teachers have been placed in the intern component. Of those teachers, approximately 8.5 percent did not have their contracts renewed for their second year. Although the Toledo Plan actively seeks to remove ineffective teachers, a preliminary analysis conducted by Harvard University found higher teacher retention rates in Toledo than in comparison districts.[44]

The intervention segment of the program is designed to assist and evaluate "non-probationary" teachers–third-year teachers and beyond–who have been identified by school staff as performing in a way so unsatisfactory that termination or improvement is imperative. A mentor is assigned to the identified teacher, and the goal of the intervention is to have the teacher's performance improve to an acceptable level. Between 1981 and 1998, 51 teachers were designated for assistance. Of those teachers, 15 regained their normal teaching status and remained as teachers, 11 retired, 12 resigned, and 7 were fired.

Savannah, Georgia: Pathways to Teaching Careers

The Pathways to Teaching Careers program is designed to increase the number of highly qualified teachers–particularly minorities–in our nation's public schools. All of the educators who started teaching in the program's Armstrong Atlantic State University branch in 1995–predominantly in challenging urban assignments in Savannah, Georgia–remained in the system four years later.[45]

In this program, noncertified teachers and paraprofessionals are awarded scholar-

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ships and other support services to earn professional certification. In return, they must commit to teaching for three years in the urban public schools of Chatham County, Georgia. Armstrong Atlantic State University, Savannah State University, and the Savannah/Chatham County public school system have all collaborated to make this program a success.[46]

Rochester retention rates have increased from 65 to 86.6 percent since the district launched the CIT program 16 years ago.

Rochester, New York: Career in Teaching

The retention rates in schools in Rochester, New York, have increased from 65 to 86.6 percent since the district launched the Career in Teaching (CIT) program 16 years ago. CIT has strong support from the Rochester Teachers Association, and includes a strong mentoring component–in the 2001–02 school year, 205 veteran teachers were given up to half time off to provide instruction, guidance, and support to 593 new teachers.

The program has helped to support struggling veterans and–according to preliminary research–raise student achievement. (Because only a small sample of interns participated in the study, the district plans to continue researching the link between mentoring and student achievement.)[47] CIT has improved beginning-teacher retention dramatically: in 1998, 95 percent of those who entered teaching in Rochester 10 years earlier and who received mentoring were still teaching there.[48]

The success of FIRST in Lafourche Parish has led to its adoption as a statewide model for all school districts in Louisiana.[49]

Lafourche Parish, Louisiana: Framework for Inducting, Retaining, and Supporting Teachers

At the end of its first year in operation, the Lafourche Parish, Louisiana, school district's induction program–Framework for Inducting, Retaining, and Supporting Teachers (FIRST)–dropped the rate at which new teachers left their positions from 51 percent to 12 percent; the rate is currently holding at about 7 percent.

Under Lafourche Parish's FIRST, new teachers attend an introductory, four-day summer session before they start teaching in the fall. Monthly meetings are held throughout the school year, during which new teachers can share successes and raise concerns. Curriculum facilitators observe new teachers, provide more training, and make suggestions for improvement.

In April, first-year teachers attend an induction review session, complete with a slide show of new teachers at work and other ceremonial rituals that help foster a positive teaching culture. Principals say that induction-trained teachers are, from their first day on, much more prepared to teach in their classrooms.

The success of FIRST in Lafourche Parish has led to its adoption as a statewide model for all school districts in Louisiana.[49]

Asia-Pacific Economic Cooperation Forum: Lessons from Abroad

There are also numerous successful programs in other countries across the world. Many members of the Asia-Pacific Economic Cooperation forum require any teacher who is seeking to become fully certified or appointed to a permanent position to participate in a teacher induction program.

By looking at the teacher induction programs that are in place in Australia's Northern Territory, Japan, and New Zealand, American schools could learn how to better support their own beginning educators.[50]

Giving New Teachers a Break In Japan and New Zealand, new teachers are assigned to classes perceived as less difficult or less critical to educational development, and they carry lighter teaching loads in order to participate in induction activities.

In Japan, new teachers have reduced classroom hours and administrative duties, and they must be provided with no fewer than 60 days a year of in-school training (including observation and advice) under the leadership of a mentor teacher, and at least 30 days a year of out-of-school training.

New teachers are also provided with at least two periods each week to be observed or to observe other teachers' classes and at least three periods for consultations with mentor teachers.

In Japan and New Zealand, new teachers are assigned to classes perceived as less difficult or less critical to educational development, and they carry lighter teaching loads in order to participate in induction activities.

Location, Location, Location In New Zealand, the location of a new teacher's class is viewed as very important as well. Whenever possible, their classroom is next door to a "buddy teacher" or situated among other teachers of the same grade level. This physical proximity allows easy access to fellow teachers, and helps to provide much-needed moral support for beginning educators.

Remote Assistance In Australia's Northern Territory, the induction program helps to keep new educators supported and in place in a difficult and remote environment.

Orientation in this area includes three components: (1) four days of initial orientation before the term begins; (2) "recall orientation," when new teachers come back together, approximately five weeks into the term, for three days of seminars and meetings; and (3) ongoing support within each individual school.

Centralized Ends, Localized Means In the Asia-Pacific Economic Cooperation forum, individual programs can determine the exact participation requirements necessary for teacher accreditation.

But APEC members are explicit and united in what they want the program's outcome to be: increasing the competency and effectiveness of teachers, meeting the needs of new teachers through assistance, and retaining or increasing the supply of teachers are all considered important–and necessary–results.

Although there has been little formal evaluation of the programs' effect on student achievement, anecdotally all APEC members feel that teacher induction programs attain the proper results.[51]

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Conclusion

To ensure that they meet NCLB's requirements for qualified teachers in every classroom, schools must work with their districts and states to develop and implement comprehensive, well-financed induction programs for new teachers.

To ensure that they meet NCLB's requirements for qualified teachers in every classroom, schools must work with their districts and states to develop and implement comprehensive, well-financed induction programs for new teachers. Such programs have proved effective in recruiting qualified teachers and keeping them in place, frequently saving districts and states significant sums of money that would otherwise be spent on continuously recruiting and training new teachers.

Perhaps more importantly, strong induction programs continue the training of beginning teachers and veteran teachers serving as mentors. This training allows schools and districts–especially in high-poverty, urban areas–both to recruit teachers with strong academic backgrounds in the subjects that they will teach and also to provide the necessary training in pedagogy, classroom management, curriculum, and school environment and culture in the most meaningful context possible.

This kind of training is necessary for all teachers, whether they were trained in a traditional preparation program or an alternative one. Participation in a comprehensive induction program empowers qualified teachers to raise student achievement and ensure that every child graduates from high school prepared for college.

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Appendix:
Case Studies of District Implementation of California's Beginning Teacher Support and Assessment Program

Several examples of California districts' implementation of local BTSA programs demonstrate the way in which the partnership between the state and the districts allows for flexibility to meet local needs and improves the retention and professional development of new teachers.

Anaheim

The Anaheim Union High School District's Beginning Teacher Support and Assessment program currently serves 170 beginning teachers with 84 "support providers" (their term for mentoring teachers). Support providers attend two monthly meetings: the first is to prepare for working with their beginning teachers to discuss what works and doesn't work in the classroom, and the second provides time for the mentor and the beginning teacher to work together to address the latter's individual needs. As part of the collaborative process established with California State University at Fullerton, beginning teachers and support providers can earn a master's of science in education with a focus on induction.

The program is having a significant impact. Of the 78 first-year teachers for 2001-02, 76 remained in teaching–75 stayed in the district, 74 of them at the same school. Rates for the second year appear to be comparable. As of October 2002, 58 of 61 second-year teachers remained in teaching, with 57 staying in the district, 56 at the same school. "We believe," states Donna Perry, Anaheim's BTSA director, "that it is the understanding of all aspects of what a young person brings to the table that enables us to train our beginning teachers to work well with all students. We also believe that this work will further enhance the students' educational experiences and ultimately assist us as we attempt to raise student achievement in our district."[52]

Bakersfield

BTSA in the Bakersfield City School District, the largest K-8 district in the state of California, reported a 96 percent district-wide retention rate for first- and second-year teachers for the 2001–02 academic year. The district has also increased the number of fully credentialed teachers to 94 percent of all classroom teachers. New and experienced teachers are provided with district "resource teachers," who specialize in classroom organization and management procedures, English-language development, reading and language arts, mathematics, science, Gifted and Talented education, and special education.

Michelle McLean, director of BTSA in Bakersfield, describes the uniqueness of the program with pride. "[The Bakersfield district] actively encourages all BTSA participants to view National Board certification as the next natural step of their professional

development," she says. "In addition, in order to provide new teachers county-wide with a highly successful induction program, we collaborate and plan on a monthly basis with three other local BTSA programs, as well as with the Kern County Superintendent of Schools Collaborative."

Currently, Bakersfield's BTSA program is voluntary and serves only preliminary credentialed teachers. Beginning in August 2003, Bakersfield's program will be the recognized and approved pathway for district teachers wishing to move from one level of the state's credentialing system to the next.[53]

Long Beach

The Long Beach Unified School District has participated in the state's new-teacher support program since 1988 (before the development of BTSA) and is the first urban school district in California to provide support to every beginning teacher. The New Teacher Institute is a mandatory program for all educators teaching in the district for the first time. All first-year and second-year teachers are eligible to participate in the district's BTSA program, which provides

- a "New Teacher Coach" to provide one-on-one mentoring at the school and support on a regular basis,
- help with classroom management, lesson planning, and assessment and teaching strategies,
- time off in which to observe exemplary teachers,
- "Best Practice" preliminary evaluation for professional growth, and
- opportunities for district and school professional development.

The district convenes math and literacy institutes for elementary teachers and individual-subject-area institutes for middle and high school teachers as well as other standards-based professional offerings. Literacy/Math Coaches, Curriculum Leaders, and Middle School Standards Coaches and specialists conduct follow-up demonstration lessons and observations. Several BTSA coaches are released from teaching full time and are placed in schools with large numbers of beginning teachers. These coaches are in classrooms every day, conducting demonstration lessons and observing new teachers.

In Long Beach, 93 percent of first-year teachers and 92 percent of second-year teachers were kept in place. Approximately 800 teachers participate in the program annually. Based on the success of the program, it is not surprising that Long Beach administrators promote BTSA as a major benefit of working in the district.[54]

Napa Valley

The Napa County BTSA program serves a consortium of all five districts in Napa County (the area is suburban and has no large urban schools). Guided by the Napa County Office of Education, the consortium collaborates with three area universities. Because the program is relatively small–it served approximately 60 beginning teachers and 40 support providers in 2002–03–the Napa BTSA has a simple organizational

structure: a quarter-time director and a quarter-time associate director, both of whom are funded by the districts. In addition, a full-time new-teacher-support specialist works half time for BTSA. The work of the project is overseen by a task force representative of constituents that meets monthly. The Napa County BTSA training group, consisting of four assessment trainers, three administrative trainers, and three diversity trainers, conducts training for support providers. The project also supports additional workshops on teaching skills for new educators.

Susan Wight, director of the Napa Valley BTSA, reports that "this design has withstood the test of time and continues to retain teachers in the profession and operate smoothly in this, its fourth year." Indeed, of the 32 first-year teachers who participated in the program, 29 are still teaching (two left to stay at home with their children, and one changed professions). Of the 27 second-year participating teachers, 23 are still teaching (three are on maternity leave, and one was not rehired).

BTSA is voluntary in Napa except for teachers whose particular credentials require participation (so far, this has only applied to teachers who come to California with credentials from other states). All high school teachers in the Napa program participated voluntarily. The program provides regular teacher-coach visits for each beginning teacher and supports new teachers through demonstration lessons, curriculum, goal-setting assistance, and peer coaching.

Working together, the human resources director of personnel for the Napa Valley Unified School District and the staff development coordinator at the Napa County Office of Education plan and facilitate new-teacher workshops, projects, and coaching efforts. Each of the 26 schools in the district has at least one mentor teacher whose primary responsibility is new-teacher support. Napa Valley also has a plan that targets teaching strategies, problem-solving, and curriculum implementation.

Long-range plans include onsite coaching to help new teachers use the skills they learned in training, and a pilot teaching-leadership intern program. In this latter program, a mentor teacher from each school is given a stipend and time off to facilitate strong leadership in the school, to help teachers discuss and reach agreement on teaching goals, and to make sure that individual school systems are adequately prepared to solve any teaching problems that arise.[55]

Riverside

Riverside Unified School District's BTSA program is designed to support, guide, monitor, and assess the progress of beginning teachers toward professional goals. The program looks to provide an intensive learning experience for beginning teachers and to facilitate their transition into their professional roles and responsibilities. All beginning teachers are assigned a support provider trained in assessing instructional effectiveness of all teachers.

Participation in BTSA is "expected by the district and the local teacher's association," according to Barbara Libolt, director of the Riverside program. Of the 154 beginning teachers participating during the 2000–01 school year, 140 stayed on. The

14 teachers who left cited better pay, marriage, and relocation as reasons for leaving the district. Of the 146 teachers who started with the Riverside district in 2001–02, 145 remain teaching in California at the start of the 2002–03 year.

According to Libolt, the program has been a huge success in Riverside and across the state. "I think California has done a remarkable job of examining reasons for teacher attrition and responding to it," she says. "The fact that our program made it through a very serious state budget deficit year without being eliminated or drastically slashed is testament to the effect it has had on teacher retention."[56]

San Francisco

BTSA in the San Francisco Unified School District provides a variety of support services and professional-development opportunities for beginning teachers. Support providers work closely with beginning teachers to design a support and assessment plan, choose or design appropriate professional development, create an "Individualized Induction Plan," and document professional growth through ongoing evaluations of the teacher's progress. Beginning teachers eligible to participate in the BTSA program must either be in their first or second year in the profession or possess an out-of-state credential. A New Teacher Institute five-day seminar is conducted before the beginning of the school year. Although the seminar is not mandatory, new teachers are encouraged to participate and are provided a $500 stipend if they attend.

Although San Francisco's BTSA program and New Teacher Summer Institute are optional, the programs are strongly encouraged, according to Caroline Satoda, San Francisco's BTSA director. "We are currently building a site model by recruiting and training experienced teachers at schools," says Satoda, "so that we can increase the support beginning teachers receive at their sites instead of relying on people from other schools." Thus far, about 80 percent of first-year teachers stay on for a second year of teaching.[57]

The New Teacher Project

The New Teacher Project in Santa Cruz was launched in 1988 to provide a program of support and assistance for beginning teachers. Since then, project staff have worked with more than 8,000 new teachers to promote the highest level of classroom instruction. The University of California at Santa Cruz's Teacher Education Program, the Santa Cruz County Office of Education, and more than 25 school districts in the greater Santa Cruz, Santa Clara, North Monterey, and San Benito Counties all collaborate on the project. This group is led by the university and composed of staff development coordinators, new and veteran teachers, project alumni, university faculty, union representatives, superintendents, personnel directors, principals, and community members.

A major component of the project is intensive, individualized support to beginning teachers during their first two years of teaching. A group of exemplary teachers is released from teaching full time to provide this support. As Ellen Moir, executive director of the UCSC New Teacher Center, states, "Every new teacher in the county deserves

and needs a high-quality induction program with a trained mentor who has time to get into the classroom to support the new teacher. The end result is the improvement of student achievement. We are lucky because this is a statewide effort to support new teachers in the form of a legislative mandate—and financial support."

The New Teacher Project has been evaluated by the Southwest Regional Educational Laboratories and by faculty of the UCSC Board of Studies in Education. The California Educational Research Consortium has collected data on the New Teacher Project as part of its statewide evaluation of BTSA programs. In addition, project staff collect evaluation data at program events and at the end of the school year, as well as ongoing data while the program is being implemented. These various evaluation studies consistently document the following outcomes for program participants:

- increased sense of professional efficacy,
- greater job satisfaction and confidence,
- increased likelihood to engage in collaborative relationships,
- improved ability to articulate and to document one's professional growth,
- improved problem-solving skills around issues of pedagogy and student achievement,
- increased likelihood to assume leadership roles, and
- increased attention to issues of diversity and responsive pedagogy.[58]

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